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Cottonwood Resource Management Plan

Socioeconomic Report



SOCIOECONOMIC REPORT

COTTONWOOD FIELD OFFICE RESOURCE MANAGEMENT PLAN

Prepared for

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TABLE OF CONTENTS

Section	Page
1. INTRODUCTION	1-1
1.1 Location	1-1
1.2 Socioeconomic Resources and Environmental Justice	1-2
1.2.1 Definition of Resource and Content of This Report	1-2
1.2.2 Socioeconomic Indicators	1-5
2. SOCIOECONOMIC CONDITIONS	2-1
2.1 Demographic Characteristics	2-1
2.1.1 Population	2-1
2.1.2 Housing	2-3
2.1.3 Schools	2-4
2.2 Economic Characteristics	2-4
2.2.1 Employment and Economy	2-4
2.2.2 Income and Farm Earnings	2-7
2.2.3 Land Ownership	2-8
2.2.4 County Overviews	2-9
Adams County	2-9
Clearwater County	2-10
Idaho County	2-10
Latah County	2-11
Lewis County	2-12
Nez Perce County	2-12
2.2.5 Economic Influence of BLM-Managed Lands by Sector	2-13
Recreation Sector	2-14
Forestry Sector	2-23
Mining Sector	2-27
Livestock Grazing/Rangeland Management	2-34
Payments in Lieu of Taxes	2-38
2.2.6 Community Economic Profile Workshop	2-43
2.3 Social Characteristics	2-44
3. ENVIRONMENTAL JUSTICE	3-1
3.1 Demographics	3-1
3.1.1 Tribal Interests	3-2
3.2 Income and Poverty Level	3-5
3.3 Protection of Children	3-6
4. CONCLUSION	4-1
4.1 Summary of Socioeconomic Conditions and Social Characteristics	4-1
4.2 Summary of Economic Influence of BLM-managed Lands	4-2
5. REFERENCES	5-1

LIST OF FIGURES

Figure	Page
1-1	Planning Area..... 1-3
2-1	Reasons Why Tourists Visit Idaho 2-19
2-2	Reliance on Timber Harvest on BLM or US Forest Service Lands 2-25
2-3	Major Mineral Producing Areas in Idaho 2-29
2-4	Mineral Resources 2-31
2-5	Potential Mineral Resources 2-35
2-6	Total Grazing on BLM Idaho Lands from 1975-2000 2-37
2-7	Grazing Allotments..... 2-39
2-8	Reliance on Forage on BLM or US Forest Service Lands 2-41

LIST OF TABLES

Table	Page
2-1	County Population Totals and Median Ages (1990-2000) 2-2
2-2	County Population Projections 2-2
2-3	County Housing Estimates (1990-2000) 2-4
2-4	County Employment Statistics (2000) 2-5
2-5	County Employment by Industry Sector and Average Sector Growth..... 2-6
2-6	Per Capita Incomes..... 2-7
2-7	Farm Earnings 1990-2000 (in thousands of dollars) 2-8
2-8	BLM and US Forest Service Land Management in Planning Area Counties 2-9
2-9	Total Federal Collections from Idaho BLM-Managed Land and Minerals (2002)..... 2-13
2-10	Percent and Number of People Ages 16 and Older in the US Participating in Outdoor Recreational Activities 2-14
2-11	Number of Travel Parties to the Planning Area Region by Season 2-16
2-12	Number of Travel Parties by Reason for Travel 2-17
2-13	Estimated Number of Business and Pleasure Travel Parties by Travel Pattern 2-18
2-14	Recreation Use in Idaho on BLM-Managed Lands (2002) 2-19
2-15	Average Year-Round Activities and Participation 2-20
2-16	Mean Travel Spending Estimates and Travel-Generated Employment in Six Planning Area Counties (2002) 2-21
2-17	Estimated Sales, Employment and Labor Income Resulting from Recreation- and Tourism-Related Activities in the Planning Area (2002)..... 2-21
2-18	Fiscal Year 2004 Timber Receipts Distributed to Planning Area Counties 2-24
2-19	Federal Mineral Revenue Disbursements Identified by County of Origin (Fiscal Year 2001) 2-33
2-20	County Mineral Employment and Labor Income (2003) 2-33
2-21	Grazing Fee Receipts Distributed to Planning Area Counties (Fiscal Year 2004) ... 2-38
2-22	PILT Payments to Planning Area Counties (Fiscal Year 2004) 2-38
3-1	Total Percentage of Population by Race/Ethnicity (2000)..... 3-2
3-2	Nez Perce Tribe Reservation Populations, Employment, and Income Trends (1980-2000)..... 3-5
3-3	County Income and Poverty Level (2000) 3-6
4-1	Payments Made to Counties Derived from BLM Recreational and Commercial Receipts (2004) 4-4

LIST OF ACRONYMS

Acronym or Abbreviation		Full Phrase
AUM		animal unit month
BEST		Business Enterprise for Sustainable Travel
BLM	United States Department of the Interior, Bureau of Land Management	
CFO	United States Department of the Interior, Bureau of Land Management, Cottonwood Field Office	
ICBEMP	Interior Columbia Basin Ecosystem Management Project	
NWAF		Northwest Area Foundation
PILT		payments in lieu of taxes
planning area	Cottonwood Field Office RMP planning area	
RMP		resource management plan
US		United States
US Forest Service	United States Department of Agriculture, Forest Service	

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SECTION 1

INTRODUCTION

The United States (US) Department of Interior, Bureau of Land Management (BLM), Cottonwood Field Office (CFO), is preparing a resource management plan (RMP) to provide management direction for public land within its jurisdiction. The Cottonwood RMP will replace the current land use plan for the CFO, the Chief Joseph Management Framework Plan, which was approved in 1981. The purpose of this economic report is to document the economic conditions of the RMP planning area and to provide an overview of how current BLM management activities contribute to the regional economy.

1.1 LOCATION

The planning area being considered in the RMP encompasses all lands, regardless of ownership, within the CFO boundary in Adams, Clearwater, Idaho, Latah, Lewis, and Nez Perce Counties in north-central Idaho. However, RMP decisions will apply only to the 144,430 acres (0.27 percent of Idaho's total acreage) of public land administered by the BLM within these counties. Figure 1-1 depicts the Cottonwood RMP planning area. CFO-managed land occurs throughout all counties with the exception of Adams County, where only a smaller portion of CFO-managed land exists in the county's northern region in proximity of the city New Meadows. Much of the BLM-administered land consists of scattered tracts intermingled with State of Idaho, private, Nez Perce Tribe, and US Department of Agriculture, Forest Service (US Forest Service) lands.

The planning area is in the southern part of the Idaho panhandle. The area is bordered on the west by the Oregon and Washington state lines, on the north by Benewah and Shoshone Counties, on the east by the Montana state line, and on the south by Valley County and portions of Adams County. The planning area encompasses several National Forests, including the Clearwater National Forest and the Nez Perce National Forest in its eastern and southern regions. The planning area lies entirely within the ceded territory of

the Nez Perce Tribe, whose reservation (88,314 acres) lies entirely within the planning area. There are about 17,586 acres of BLM-administered land within the reservation boundary.

1.2 SOCIOECONOMIC RESOURCES AND ENVIRONMENTAL JUSTICE

The demographics and the economies of the six planning area counties are affected by public land uses within the planning area. Similarly, social structure and values within the counties influence the demand for recreation and other opportunities provided by the public lands, as well as the acceptability of proposed land management decisions. For these reasons, demographic, economic, and social data are presented for all six counties. It is important to note that because BLM-managed land in Adams County exists primarily in its northern region, only the northern region, specifically the city of New Meadows, would be impacted by the proposed land management decisions in Adams County. As such, where planning area totals are provided, it should be noted that Adams County's contribution constitutes only a small portion of the total. Additional regional and state information also is provided where applicable. The most recent data available at the time of the analysis are supplied for each topic.

1.2.1 Definition of Resource and Content of This Report

Socioeconomic resources include demographic information on population, housing, and schools; economic figures concerning employment, income, and earnings; and social values. Each of these socioeconomic characteristics is discussed in Chapter 2. Population figures include the number of residents in the area, population growth trends, and distribution by age and gender. Housing includes numbers of units, ownership, and vacancy rate. School enrollment and capacity are important considerations in assessing the effects of potential growth on publicly supplied infrastructure. Employment data includes current data and trends in labor sectors, labor force, and unemployment. Income information provides a measure of the relative health of the economy, the potential demand for public services and assistance, and the significance of different economic sectors. In addition, a description of land ownership patterns is presented to identify the counties that are likely to be the most affected by funding through federal payments to states and counties in lieu of taxes. A more detailed description of important economic influences within each county follows this discussion. A summary of the relationship between the BLM's land management and the linked local economic sectors is presented in Section 2.2.5, followed by a description of the social values within the six-county region.

Chapter 3 addresses tribal interest within the planning area, followed by issues related to environmental justice and the protection of children, in accordance with Executive Orders 12898 and 13045, respectively, and as

1-1 Planning Area

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required by the National Environmental Policy Act. Chapter 4 presents a summary of the regional demographic, economic, and social conditions as they relate to the BLM's management of planning area public lands.

1.2.2 Socioeconomic Indicators

Indicators are factors that measure the effects of different resource management alternatives in the RMP and whether or not there is a change (and how big the change is) from current conditions. Socioeconomic indicators analyzed in the Cottonwood RMP and EIS will include the change in number of jobs; change in personal income; change in financial returns to counties from grazing, timber, and mining; changes in acres for Nez Perce Tribe to exercise off-reservation tribal rights; and changes to nonmarket goods.

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SECTION 2

SOCIOECONOMIC CONDITIONS

2.1 DEMOGRAPHIC CHARACTERISTICS

Project area communities can be divided into regional cities, rural towns, and outlying rural areas. Lewiston and Moscow, regional cities, provide services, shopping alternatives, and diverse amenities for leisure and recreation. The region's rural towns, such as the communities of Grangeville, Cottonwood, Nezperce, Kamiah, Orofino, and Pierce, have smaller populations and also serve as employment, shopping, and service areas. Large portions of the counties' populations reside in outlying areas, especially in Clearwater, Idaho, and Lewis Counties. Because of the presence of timber mills in communities such as Lewiston, Orofino, Kamiah, Kooskia, and Grangeville, the rural cities and towns exhibit a rural industrial character (Adams-Russell Consulting 2004).

2.1.1 Population

Idaho's population has risen 28.5 percent in the last decade, while the population of the planning area has grown an average of 12.8 percent (Idaho Commerce and Labor 2004). Between 1990 and 2000, approximately 48,700 people moved into Idaho from other states, while another 15,300 people immigrated from foreign countries, resulting in an increase of nearly 64,000 newcomers (Western Interstate Commission for Higher Education 2004).

Table 2-1 displays population trends from 1990 to 2000 and percent change over the ten-year period in the six counties analyzed. In 2000, the three largest county populations in the planning area were in Nez Perce (37,410), Latah (24,935), and Idaho (15,511) Counties, which represent increases of 10.8 percent, 14.1 percent, and 12.5 percent, respectively, from their 1990 populations. The growth in each of these counties over the 10-year period did not exceed the state average of 28.5 percent. Over this decade, the largest percentage change in population occurred in Latah County, with a 14.1 percent increase, and the lowest occurred in Clearwater County, with a 5.0

Table 2-1
County Population Totals and Median Ages (1990-2000)

County	1990	2000	1990-2000 Change	1990-2000 Percent Change	Median Age (2000)
Adams	3,254	3,476	222	6.8%	44.4
Clearwater	8,505	8,930	425	5.0%	41.7
Idaho	13,783	15,511	1,728	12.5%	42.3
Latah	30,617	34,935	4,318	14.1%	27.9
Lewis	3,516	3,747	231	6.6%	42.5
Nez Perce	33,754	37,410	3,656	10.8%	38.1
Planning Area	93,429	104,009	10,580	9.3%	39.5
State of Idaho	1,273,855	1,273,593	368,417	28.5%	33.2

Source: US Census Bureau 2004; Real Estate Center 2003 (utilizing US Census Bureau data)

Note: Decade years represent April 1 Census data, not mid-year estimates

percent increase, due to high rates of out-migration. From 1990 to 2000, the population of all six counties had grown an average of approximately 9.3 percent to 104,009 people (US Census Bureau 2004). Adams, Clearwater, Idaho, and Lewis Counties have the highest median ages (44.4, 41.7, 42.3, and 42.5, respectively) compared to the other counties. Growth is projected to continue slowly, as shown in Table 2-2, with recent census data indicating that all planning area counties are experiencing net migration loss (Adams-Russell Consulting 2004).

Table 2-2
County Population Projections

County	2000	2005	2010	2015	2020	2000-2020 Population Change	2000-2020 Percent Change
Adams	3,756	3,838	3,934	4,014	4,154	398	10.6%
Clearwater	9,320	9,556	9,829	10,088	10,341	1,021	11.0%
Idaho	14,961	15,344	15,788	16,208	16,619	1,658	11.1%
Latah	32,735	33,562	34,522	35,430	36,320	3,585	11.0%
Lewis	3,914	4,019	4,138	4,252	4,363	449	11.5%
Nez Perce	36,695	37,622	38,698	39,717	40,714	4,019	11.0%
Planning Area	101,381	103,941	106,909	109,709	112,511	11,130	11.0%
State of Idaho	1,273,855	1,386,489	1,497,548	1,609,314	1,722,954	449,099	35.3%

Source: US Census Bureau 2004

The median age of the population in all six counties in 2000 was 39.5. This was higher than Idaho's state average median age of 33.2. With the exception of Latah County, whose median age was 27.9, approximately one-quarter of the populations of the remaining counties consisted of children (younger

than 18). The percent of population over 65 ranged from approximately 9.5 to 18.5 percent, with Lewis and Idaho Counties having the largest population over 65 (18.5 and 17.0 percent), and Latah County having the lowest population over 65 (9.5 percent). This can probably be attributed to the presence of the University of Idaho in Moscow (Adams-Russell Consulting 2004). The average ratio of men to women in the planning area counties was similar to the state's percentage of 49.9 to 50.1, as the percentages of male to female ranged from 53.1 to 46.9 in Clearwater County to 49.2 to 50.8 in Nez Perce County (US Census Bureau 2004).

Data presented in Tables 2-1 and 2-2 indicate or may be explained by several regional trends. Commuters to Lewiston and other areas in Idaho County may account for most of the 12.5 percent growth in Idaho County population over the last decade. Growth in the communities of Genesee, Juliatta, Bovill, and Moscow accounted for a large portion of Latah County's 14.1 percent growth, and growth in distinct communities, such as Rubens, Winchester, and Nezperce in Lewis County and Culdesac and Lapwai in Nez Perce County, accounted for much of the counties' population growth.

2.1.2 Housing

Table 2-3 shows housing occupancy type and vacancy for the six planning area counties in 1990 and 2000. Between 1990 and 2000, most counties, with the exception of Lewis and Clearwater, experienced an increase of over 11 percent in total number of housing units. Idaho County had the largest increase (18.8 percent) in the number of housing units, and Lewis County had the lowest increase (6.8 percent). The growth in the number of housing units in all counties occurred as a result of population growth. All counties, both individually and as an average, experienced a lower percentage increase in the number of housing units than did the state, which experienced an increase of 27.7 percent.

In 2000, Adams and Idaho Counties had the highest vacancy rate (3.5 percent and 3.0 percent), and Nez Perce County had the lowest vacancy rate (1.3 percent). In general, the average vacancy rate for the planning area in 2000 was 2.6 percent, with vacancy rates declining in Adams, Clearwater, and Lewis Counties between 1990 and 2000, and vacancy rates remaining the same or increasing in Idaho, Latah, and Nez Perce Counties and the state.

In 2000, the average number of persons per household in the planning area was 2.43, which was lower than that of the state average of 2.69. The average household size in each of the six planning area counties ranged from 2.38 to 2.49 persons, with Latah County having the smallest household size (2.38 persons) and Nez Perce County having the largest (2.49 persons) (US Census Bureau 2004). Household size decreased slightly in all planning area counties, as well as the state, between 1990 and 2000.

Table 2-3
County Housing Estimates (1990-2000)

County	1990			2000			Housing Units Percent Change
	Housing Units	Vacancy Rate	Persons per Household	Housing Units	Vacancy Rate	Persons per Household	
Adams	1,778	3.8%	2.58	1,982	3.5%	2.42	11.4%
Clearwater	3,805	3.1%	2.53	4,144	2.9%	2.41	8.9%
Idaho	6,346	2.6%	2.60	7,537	3.0%	2.46	18.8%
Latah	11,870	1.3%	2.64	13,838	1.9%	2.38	16.6%
Lewis	1,681	2.9%	2.54	1,795	2.8%	2.39	6.8%
Nez Perce	14,463	1.3%	2.57	16,203	1.3%	2.49	12.0%
Planning Area	39,943	2.5%	2.58	45,499	2.6%	2.43	12.2%
State of Idaho	413,327	2.0%	2.73	527,824	2.2%	2.69	27.7%

Source: Idaho Department of Finance 2005; US Census Bureau 2004

2.1.3 Schools

Seventeen school districts serve the six planning area counties. The 69 schools within these districts had a total enrollment of 15,114 students during the 2002-2003 school year. Of the six counties, Nez Perce, Latah, and Idaho Counties had the highest kindergarten through 12th grade student enrollment, with 5,815, 4,378, and 2,001 students, respectively. Adams and Lewis Counties had the smallest kindergarten through 12th grade student enrollment of 522 and 984 students. Latah County has the greatest number of schools, with ten elementary schools, one junior high school (grades 8 and 9), five junior-senior high schools, one high school (grades 10 through 12), and three alternative/other schools (e.g., charter schools [kindergarten through 6th grade], detention centers, and alternative education schools) (National Center for Education Statistics 2005).

2.2 ECONOMIC CHARACTERISTICS

2.2.1 Employment and Economy

Table 2-4 shows employment data for all planning area counties in 2000. The three largest counties, Nez Perce, Latah, and Idaho, had unemployment rates ranging from 4.6 to 10.2 percent, while, on average, the planning area counties had an average unemployment rate of approximately 8.4 percent, larger than the state's 4.9 percent average. Clearwater, Idaho, and Lewis Counties, which had the highest unemployment rates in the planning area in 2000, demonstrate seasonal employment patterns because of the effects of employment in jobs related to the agriculture and timber industries (Adams-Russell Consulting 2004).

Table 2-4
County Employment Statistics (2000)

Location	Employed Persons	Unemployed Persons	Unemployment Rate
Adams County	1,403	117	7.7 %
Clearwater County	3,270	427	11.5 %
Idaho County	5,925	673	10.2 %
Latah County	17,223	1,420	7.6%
Lewis County	1,514	143	8.6 %
Nez Perce County	17,856	867	4.6 %
Planning Area	47,191	3,647	8.4%
State of Idaho	636,237	163	4.9 %

Source: US Census 2004; Idaho Commerce and Labor 2004

As shown in Table 2-5, between 1990 and 2000, the sector with the greatest percentage increase in employment (for all planning area counties) occurred in the services sector (53.2 percent). After services, the highest percentage of employment growth in the six-county area occurred in the construction (46.9 percent), public administration (40.5 percent), and finance/insurance/real estate (37.1 percent) sectors.

Over the ten-year period, employment in the other industry sectors declined, including transportation/utilities (-8.9 percent), agriculture/forestry/fishing/and mining (-13.6 percent), manufacturing (-18.4 percent), and trade (-21.5 percent). This decline may be attributed to changes in the timber harvesting and lumber production industry throughout Idaho. Timber harvesting and lumber production have always been important components of the planning area's economy. Thirty-one mills closed throughout Idaho in the early 1990s, accounting for a loss of 1,731 jobs statewide. Within the planning area, mills closed in Grangeville, Keuterville, Riggins, and Craigmont. The Elk City mill is scheduled to close in 2005 and to relocate to Grangeville (Associated Press 2005). Operations continue in Grangeville, Kooskia, Kamiah, Lewiston, Orofino, Princeton, Troy, and Weippe (Adams-Russell Consulting 2004). Although employment changes within the forestry and wood products industry sector are negative within the planning area, forestry still remains a relatively large employer in Idaho, employing about seven percent of the planning area population and nine percent of the state population, and is a large revenue generator for BLM-managed land (see Section 2.2.5, Forestry Sector).

In addition, agriculture, also a historically important industry within the planning area, underwent significant changes. During the past decade and through the present, the agriculture industry in the planning area has trended toward fewer farms and full-time farmers and a decrease in the average farm size. Much of this can be explained by a decline in the last decade in the value of livestock, poultry, and related products (Adams-Russell Consulting 2004).

Table 2-5
County Employment by Industry Sector and Average Sector Growth

Sector (Total Percent Change)	Adams County	Clearwater County	Idaho County	Latah County	Lewis County	Nez Perce County	Total Planning Area
Mining* (N/A)							
1990	28	13	111	10	2	82	246
2000	(D)	(D)	(D)	(D)	(D)	136	N/A
Agriculture/Forestry/Fishing/ Mining (-15.8%)							
1990 (including mining*)	329	368	1,087	992	303	895	3,974
2000	258	455	857	972	234	571	3,347
Construction (46.9%)							
1990	69	192	310	452	65	910	1,998
2000	145	218	498	807	99	1,168	2,935
Manufacturing (-18.4%)							
1990	218	693	971	954	226	3,160	6,222
2000	107	454	648	941	189	2,738	5,077
Transportation/Utilities (-8.9%)							
1990	48	117	207	575	59	902	1,908
2000	52	153	307	435	71	721	1,739
Trade (-21.5%)							
1990	266	462	938	2,903	238	3,455	8,262
2000	207	310	935	2,251	230	2,552	6,485
Finance/Insurance/Real Estate (37.1%)							
1990	33	86	172	387	33	743	1,454
2000	54	108	231	513	54	1,034	1,994
Services (53.2%)							
1990	262	887	1,308	7,345	296	4,636	14,734
2000	490	1,263	2,074	10,287	528	7,935	22,577
Public Administration (40.5%)							
1990	73	256	321	452	95	650	1,847
2000	90	309	375	575	109	1,137	2,595

Source: BEA 2004; US Census Bureau 2004

Note: (D) indicates less than 10 jobs or disclosed and confidential information. N/A indicates unavailable information.

* Mining was accounted for as a separate sector in the 1990 census; in the 2000 census, mining was accounted for in combination with the agriculture, forestry, and fishing sectors.

In 2000, the six planning area counties followed a similar employment pattern within the different industry sectors, though Adams County displayed a greater deviation from the six-county average in most sectors (BEA 2004). Section 2.2.5 describes in greater detail the economic influence and employment associated with industry sectors that occur on BLM-managed land, including the mining sector.

2.2.2 Income and Farm Earnings

As shown in Table 2-6, in 2000, per capita personal incomes for the planning area counties remained below \$20,000, with an average increase of 41.3 percent since 1990, but below the state average of \$23,987 in 2000. Overall, in 2000, Nez Perce County had the highest per capita income (\$18,544), and Idaho County had the lowest (\$14,411) (BEA 2004).

Table 2-6
Per Capita Incomes

Location	1990	2000	Percent Change
Adams County	\$13,626	\$14,908	8.6%
Clearwater County	\$11,234	\$15,463	37.6%
Idaho County	\$10,527	\$14,411	36.9%
Latah County	\$10,892	\$16,690	53.2%
Lewis County	\$9,780	\$15,942	63.0%
Nez Perce County	\$12,476	\$18,544	48.6%
Planning Area	\$11,440	\$15,993	41.3%
State of Idaho	\$15,858	\$23,987	51.3%

Note: Figures calculated without taking into account the inflation rate.

Source: BEA 2004

Lewis County experienced the most significant growth in per capita income: a 63.0 percent increase, from \$9,780 in 1990 to \$15,942 in 2000. Per capita income in Latah, Lewis, and Nez Perce Counties increased by approximately 50 percent or more, while per capita incomes in Adams, Clearwater, and Idaho Counties increased by 8.6 percent, 37.6 percent, and 36.9 percent, respectively. In 2000, the average per capita income growth level in the planning area counties (41.3 percent) was well below the state's level (51.3 percent).

Between 1990 and 2000, farm earnings decreased significantly in all planning area counties, with the exception of Clearwater County, which showed relatively low decrease of 11.0 percent (Table 2-7). Adams County experienced the largest decrease in farm earnings of all the counties, 167.3 percent. All planning area counties showed an average decrease in farm earnings of 79.1 percent between 1990 and 2000. In a similar pattern, farm earnings decreased at the state level by 12.4 percent between 1990 and 2000

Table 2-7
Farm Earnings 1990-2000 (in thousands of dollars)

Location	1990	2000	Percent Change
Adams County	\$2,374	\$-1,597	-167.3%
Clearwater County	\$118	\$105	-11.0%
Idaho County	\$11,278	\$-662	-105.9%
Latah County	\$17,931	\$5,817	-67.6%
Lewis County	\$14,625	\$2,804	-80.8%
Nez Perce County	\$19,64	\$7,306	-62.8%
Planning Area	\$65,974	\$13,773	-79.1%
State of Idaho	\$989,089	\$866,537	-12.4%

Note: All state and local area dollar estimates are in current dollars (not adjusted for inflation).

Farm Earnings: The net income of sole proprietors, partners, and hired laborers arising directly from the current production of agricultural commodities, livestock or crops. It includes net farm proprietors' income and the wages and salaries, pay-in-kind and other labor income of hired farm laborers, but specifically excludes the income of non-family farm corporations.

Source: BEA 2004.

(BEA 2004). Overall, this trend indicates a decrease in farm and agriculture-related earnings within the last decade, which has led to the growth of employment services and amenity-based industries within the planning area, as further discussed in Section 2.2.6, Community Economic Profile Workshop.

2.2.3 Land Ownership

Thirty-eight percent of planning area land is held in federal ownership, which includes BLM, US Forest Service, US Fish and Wildlife Service, and Bureau of Reclamation lands. About 1.8 percent of the planning area land is managed by the BLM CFO. Large portions of the Clearwater and Nez Perce National Forests lie within Clearwater, Idaho, and Adams Counties and a small portion lies in Latah County. Clearwater, Idaho, and Adams Counties are likely to be the most directly affected by funding through federal payments to states and counties in lieu of taxes, because these counties have the highest percentage of federally owned and managed land. As presented in Table 2-8, of the six counties, the BLM CFO administers the largest portion of BLM land in Nez Perce, Lewis, and Idaho Counties and the smallest portion of land in Latah County. In general, the US Forest Service and the BLM manage much of the federal public lands in the planning area. As such, the percentage of US Forest Service land is also included in Table 2-8 to provide context and scale.

Table 2-8
BLM and US Forest Service Land Management in Planning Area Counties

County	Total County Acres	Percent Total Federal Ownership	Total Acres Managed by the BLM CFO	Percent Managed by the BLM CFO	Percent Managed by the US Forest Service
Adams	873,408	64.7%	5,470	0.63%	58.50%
Clearwater	1,575,424	53.4%	3,948	0.25%	50.90%
Idaho	5,430,528	83.3%	94,870	1.70%	81.60%
Latah	689,088	16.4%	199	0.03%	16.30%
Lewis	306,624	2.6%	8,199	2.60%	0.00%
Nez Perce	543,424	6.2%	31,744	5.80%	0.31%
Total	9,418,496	81.6%	144,430	1.53%	62.2%

Source: BLM 2004c; Craig 2005.

2.2.4 County Overviews

Adams County

Adams is the southern-most county in the planning area, bordered by the Snake River and Oregon on the west and Idaho County on the north. Only the northern third of this county is within the planning area. The largest communities in Adams County are Council, Cuprum, and New Meadows (Idaho Commerce and Labor 2004). Natural resources are a main source of income to residents of Adams County, as the local economy relies heavily on forest products manufacturing and government for employment. The major employers are the Adams County government, Council Community Hospital, the US Forest Service, S&S Drywall, Inc., J I Morgans, Meadowcreek Properties, and Evergreen Forest Products. Brundage Ski Area, located on the Adams and Valley County border, is a large seasonal employer. Annual average total civilian employment in the county grew 4.7 percent from 1991 to 2001. Nonlabor income in Adams County was 56.1 percent of the total personal income in 2002 (Northwest Area Foundation [NWAFF] 2004). Nonlabor income consists of dividends, interests, rent, and transfer payments, such as Medicare and retirement benefits.

Adams County ranks 41st among the 44 Idaho counties in population and 22nd in area. The county supports a large number of seasonal residents who have enough discretionary income to own second or vacation homes in the area, as Adams County is home not only to the Brundage Mountain Ski Resort, but also to the rugged Seven Devils Mountains and Hells Canyon National Recreation Area, which are popular tourist and recreationist

destinations. At an average depth of 5,500 feet, Hells Canyon is the deepest gorge in North America (Idaho Commerce and Labor 2004).

Federally owned land makes up 64.7 percent of the county, state land makes up 4.3 percent, city and county land makes up 0.3 percent, and private land makes up 30.8 percent (Idaho Commerce and Labor 2004). The BLM CFO manages a total of 5,470 acres (0.63 percent) of Adams County's 873,408 acres (BLM 2004a).

Clearwater County

Clearwater County is in the northeast portion of the planning area, bordered by Montana on the east, Idaho County on the south, and Lewis, Nez Perce, and Latah Counties on the west. It ranks 29th among the 44 Idaho counties in population and tenth in area. Orofino, Pierce, Weippe, and Elk River are the county's largest cities. Nearly 17,280 acres (1 percent) of Clearwater County is water. The forest products manufacturing industry and the trade, services, and government sectors provide the most employment opportunities. Lumber manufacturing and government industry sectors together employ 56 percent of workers in the county. Major employers include the Orofino Joint School District, the US Forest Service, Clearwater County government, Clearwater Valley Hospital and Clinic, Idaho State Penitentiary, Idaho Department of Health and Welfare, DEBCO Construction, and Konkoville Lumber Company, Inc. Nonlabor income in Clearwater County was 46.1 percent of the total personal income in 2002.

Dworshak Reservoir and the Clearwater River provide excellent fishing opportunities, and the forested lands of the Clearwater drainage are home to large populations of deer and elk. Winter brings ample snow for cross-country skiing and snowmobiling (Idaho Commerce and Labor 2004). Clearwater County attracts a multitude of game hunters and fisherman, as well as tourists.

Portions of the Nez Perce Reservation lie within Clearwater County. Federally owned land makes up 53.4 percent of Clearwater County, state land makes up 14.9 percent, city and county land makes up 0.1 percent, and private land makes up 31.5 percent. The BLM CFO manages a total of 3,948 (0.25 percent) of the county's 1,575,424 acres (BLM 2004a).

Idaho County

Idaho County is the largest of the planning area counties and is in the middle of the planning area, bordered by Oregon on the west, Montana on the east, Nez Perce, Lewis, and Clearwater Counties on the north, and Adams, Valley, and Lemhi Counties on the south. It ranks 20th among the 44 Idaho counties in population and ranks first in area. Cottonwood, Ferdinand, and Grangeville are the county's three largest cities (Idaho Commerce and Labor 2004). Forest products manufacturing and agriculture are prominent

industries, but government is the largest employment sector. Trade and services also provide substantial employment. Major employers include Bennett Lumber Products, Clearwater Forest Industries, Inc., Department of Corrections, Seubert Excavators, Inc., St. Mary's Hospital, Three Rivers Timber, Inc., and the US Forest Service. Nonlabor income accounted for 49.0 percent of total personal income in 2002.

The Selway-Bitterroot Wilderness Area, the Gospel Hump Wilderness area, the Frank Church River of No Return Wilderness Area, and a large part of the Hells Canyon National Recreation Area are in Idaho County. Approximately 165 miles of the Salmon River, the longest free-flowing river in the lower 48 states, wind through Idaho County, approximately 79 miles of which are on BLM-administered lands (BLM 2004c). Also of note are the Nez Perce National Historic Park and the Lolo Indian Trail that Lewis and Clark followed. Many recreationists and tourists visit these areas, as detailed further in Section 2.2.5, Recreation Sector (Idaho Commerce and Labor 2004).

Federally owned land makes up 83.3 percent of Idaho County, state-owned land makes up 1.4 percent of surface ownership, city and county land makes up 0.1 percent, and private land is 15.2 percent (Idaho Department of Commerce 2003). The BLM CFO manages a total of 94,870 acres (1.7 percent) of the county's 5,430,528 acres (BLM 2004a).

Latah County

Latah County is in the northwest portion of the planning area, bordered by Washington on the west, Nez Perce County on the south, Clearwater County on the southeast and east, and Benewah and Shoshone Counties on the north and northeast. It ranks tenth among the 44 Idaho counties in population and 29th in area. Moscow is the county's largest city (Idaho Commerce and Labor 2004). Latah County, located in the heart of the Palouse Prairie, has some of the richest farmland in the US. Fertile cropland and timberland have led agricultural and forest products manufacturing employment to heavily influence the local economy. Major employers include the University of Idaho, Bennett Lumber Products, Wal-Mart, Winco, Gritman Medical Center, the school districts (Genesee Joint District, Kendrick Joint District, Moscow District, Potlatch District, Troy School District, Whitepine Joint School District), Latah Health Services, Inc., and Rosauers Supermarkets. Nonlabor income accounted for 33.9 percent of total personal income in 2002.

The University of Idaho in Moscow is home to the largest jazz event in the Northwest. The Lionel Hampton Jazz Festival, held annually in February, resulted in an estimated \$4 million in economic impact in 2003 (Idaho Commerce and Labor 2004).

Federally owned land makes up 16.4 percent of Latah County, state land makes up 5.8 percent, city and county land makes up 0.5 percent, and private land makes up 77.3 percent. The BLM CFO manages a total of 199 acres (0.03 percent) of the county's 689,088 acres (BLM 2004a).

Lewis County

Lewis County is in the west-central portion of the planning area, surrounded by Nez Perce, Clearwater, and Lewis Counties. It ranks 40th among the 44 Idaho counties in population and 41st in area. Craigmont, Nezperce, and Winchester are the county's largest cities (Idaho Commerce and Labor 2004). Agriculture and forest and wood products manufacturing are important to the local economy, and government provides nearly half the nonfarm wage and salary employment. Annual average total civilian employment in the county increased 4.5 percent from 1991 to 2001. Major employers include the Idaho Department of Lands, Highland and Nezperce Joint School Districts, Hillco, Inc., Lewiston Grain Growers, US Timber Corporation, Kamiah Mills, Three Rivers Timber Company, Cloningers Thrift, and the US Forest Service. Nonlabor income accounted for 54.4 percent of total personal income in 2002 (Idaho Commerce and Labor 2004).

In mid-August each year, the community of Kamiah celebrates Chief Lookingglass Days, a traditional powwow for descendants of the chief of the Nez Perce Tribe.

Portions of the Nez Perce Reservation lie within Lewis County. An estimated 2.6 percent of Lewis County is owned by federal agencies, 2.1 percent is owned by the state, and 95.2 percent is held in private ownership. The BLM manages a total of 8,199 acres (2.7 percent) of the county's 306,624 acres (BLM 2004a).

Nez Perce County

Nez Perce County is in the northwest portion of the planning area, surrounded by Latah, Clearwater, and Lewis counties and bordering Washington at the confluence of the Snake and Clearwater Rivers on the west. It ranks ninth among the 44 Idaho counties in population and 33rd in area. Lewiston is the county's largest city (Idaho Commerce and Labor 2004). Paper and wood products manufacturing form the foundation of the local economy. Trade and transportation are also important due to the influence of the Port of Lewiston, Idaho's only seaport. Annual average total civilian employment grew 17.8 percent from 1991 to 2001. Major employers include Potlatch Corporation, Albertson's, Inc., Lewis-Clark State College, Alliant Techsystems, Swift Transportation Company, Tribune Publishing Company, Twin City Foods, Inc., Wal-Mart, and Northwest Children's Home, Inc. The Snake and Clearwater Rivers provide extensive river recreation opportunities. This area is the major gateway to Hells Canyon, the deepest gorge in North

America. Nonlabor income accounted for 38.2 percent of total personal income in 2002 (Idaho Commerce and Labor 2004).

Portions of the Nez Perce Reservation lie within Nez Perce County. Approximately 6.2 percent of Nez Perce County land is federally owned, 15.5 percent is owned by the state, 0.9 percent is owned by Nezperce city and county, and 77.4 percent is held in private ownership. The BLM CFO manages a total of 31,744 (5.8 percent) of the county's 543,424 acres (BLM 2004a).

2.2.5 Economic Influence of BLM-Managed Lands by Sector

Local economies realize direct and indirect benefits from a variety of activities on public lands, including visitor expenditures and the processing and harvesting of timber, minerals, and forage. The agricultural, hunting, forestry, and fishing sectors (which are industries that utilize BLM-managed lands) have shown increases in employment due to an increase in activity (US Forest Service 2003b). In addition, the federal government redirects revenues collected from public lands back to the states in which they were collected.

The BLM collects revenues from recreational and commercial activities that take place on the nearly 12 million acres of BLM-managed lands in Idaho. These revenues are collected from facility fees (e.g., campgrounds), BLM recreation permits (special, competitive, organized group activity, and event use permits), timber sales, mining leases and mineral revenues, and grazing fees. Table 2-9 presents collections received from specific activities on Idaho BLM-managed lands in 2002.

Table 2-9
Total Federal Collections from Idaho BLM-Managed
Land and Minerals (2002)

Activity	Collection
Recreation and use fees	\$433,676
Grazing fees	\$1,367,092
Timber receipts, public domain	\$612,510
Mining claim holding fees and service charges	\$791,900
Mineral royalties, rents, and bonuses	\$7,874,520
Miscellaneous receipts	\$513,004

Source: BLM 2004a

More than \$15 million in annual revenues are returned to the American people (BLM 2004a) and are reinvested in Idaho's public lands. In 2002, the BLM invested close to \$50 million in Idaho public lands (BLM 2004a).

Investments are made in land and resources management, land acquisition, range improvements, construction and access, central hazardous materials fund, and wildfire preparedness and operations. How recreational and commercial sectors of public lands influence local economies is discussed below.

Recreation Sector

United States

According to the *National Survey on Recreation and the Environment (1999- 2002)*, outdoor recreation is still a basic part of the American lifestyle (US Forest Service and the University of Tennessee-Knoxville 2002). The Outdoor Industry Foundation found that 57 percent of Americans participate in at least one outdoor activity (American Recreation Coalition 2004). Traditional land, water, snow, and ice settings are in demand as places for casual activities, such as walking, picnicking, family gatherings, sightseeing, and visiting nature centers or nature trails. Table 2-10 presents an annual estimate of US participation in outdoor recreational activities.

Table 2-10
Percent and Number of People Ages 16 and Older in the US
Participating in Outdoor Recreational Activities

Type of Outdoor Activity	Number of Participants (in millions)	Proportion of Participants
Participated in Any Type of Activity	290.9	98.5%
Trail/ Street/ Road Activities	192.4	90.3%
Traditional Social Activities (Family Gathering, Picnicking)	177.7	83.4%
Viewing and Photographic Activities	171.5	80.5%
Viewing and Learning Activities	154.7	72.6%
Driving for Pleasure Activities	142.6	66.9%
Swimming Activities	141.3	66.3%
Outdoor Adventure Activities	131.1	61.5%
Boating/Floating/Sailing Activities	88.0	41.3%
Fishing	77.6	36.4%
Snow and Ice Activities	62.2	29.2%
Outdoor Team Sports	43.9	20.6%
Hunting	27.5	12.9%

Source: US Forest Service and the University of Tennessee-Knoxville 2002

The survey also revealed that the five most popular individual activities in the US include walking (86 percent), family gathering (76 percent), viewing natural scenery (64 percent), visiting a nature center, nature trail, or zoo (62 percent), and picnicking (60 percent) (US Forest Service and the University

of Tennessee-Knoxville 2002). In 2001, 82 million people, or 39 percent of the population, participated in wildlife-related recreation activities. Of these, 34 million were anglers, 13 million were hunters, and 66 million were wildlife watchers. These recreationists spent approximately \$108 billion on their activities (American Recreation Coalition 2004).

Federal lands continue to attract recreationists. In 2003, 66.6 million people visited the 3,300 recreational sites maintained by the BLM in the US. In comparison, there were 279 million visits to the 388 National Park Service sites, including parks, monuments, and battlefields; 39 million visits to the 544 Fish and Wildlife Service wildlife refuges; and 90 million visits to the 308 Bureau of Reclamation sites (American Recreation Coalition 2004). Of those who have visited a federal recreation site, most are willing to pay more in fees than they were charged (US Forest Service and the University of Tennessee-Knoxville 2002).

Beginning in 2001 and continuing more strongly in 2003, a long-time pattern of increasing outdoor recreation participation evolved into a downward trend. Data from 2003 shows that the decline in outdoor recreation participation is partially a result of the growth in ownership and use of electronic communications and leisure options by the American public. Only one activity, driving for pleasure, showed a substantial increase between 2001 and 2003. Concerns about travel arising from the events of September 11, 2001, also are likely to have contributed to this decline, as well as several other factors, such as leisure time spent on the Internet and increased offerings through cable and satellite television channels. The decline in frequency of outdoor recreation participation has been especially apparent among young adults, a group that reports high access to the Internet (US Forest Service and the University of Tennessee-Knoxville 2002).

Data also show that there is an obvious disparity in outdoor recreation participation throughout various regions of the country. Residents of the Northeast and South are significantly less likely to participate in almost all forms of outdoor recreation than residents of the Midwest and the West. Midwestern residents exceed national participation rates for all types of outdoor recreational activities, and Western residents' rates follow closely behind, falling below national rates in just a few activities. The West also had the lowest percentage of residents (6 percent) reporting no outdoor recreation participation, which was less than half of the national rate (US Forest Service and the University of Tennessee-Knoxville 2002). In addition, Midwesterners and Westerners constitute the greatest percent of visitors to federal sites. Overall, states with the highest outdoor recreational participation include California, Texas, New York, Florida, and Pennsylvania. In terms of percentage of the populace, states with the highest participation in recreation were Utah, Wyoming, Montana, Idaho, and Connecticut (American Recreation Coalition 2004).

Additional survey data display a clear correlation between income, education, and higher participation in outdoor recreation. This correlation also was present in the 2003 research. Those with a college degree or higher reported greater participation in outdoor activities, compared with the national average or with those with a high school degree or less. Similarly, those with household incomes of \$75,000 or more also reported greater outdoor recreation participation than those with household incomes below \$30,000 (US Forest Service and the University of Tennessee-Knoxville 2002).

Idaho and the Planning Area

Growth and expansion in Idaho's tourism and recreation industry have been a significant factor in Idaho's economy. Tourism is the state's third largest industry, and in 1998 tourists and visitors spent an estimated \$1.7 billion, accounting for approximately \$134 million in local, state, and federal tax revenues (Business Enterprise for Sustainable Travel [BEST] 2001) and six percent of the state's annual \$29 billion in gross revenues (Idaho Game Fishery 2001) in the local economy, which in turn created more jobs and income for Idaho citizens (Idaho Commerce and Labor 2004).

Total visits to Idaho state parks in 1998 were estimated to be 2.35 million visitors, and visits grew to 2.58 million by 2002 (Idaho State Parks and Recreation 2004). In 1998, an estimated 64,500 workers, or about 6.75 percent of all nonagricultural jobs in the private sector, were associated with tourism. The relative rate of participation in outdoor recreation is higher than in other regions of the nation (Quigley, Haynes, Graham 1996). Tables 2-11, 2-12, and 2-13 provide travel- and tourism-related details of the planning area. These include averages or estimates regarding the seasonal number of travelers (values represented include business, pleasure, and daily affair travel parties), reasons for travel, and travel patterns of those going to the planning area.

Table 2-11
Number of Travel Parties to the Planning Area Region by Season

Season	Dates	Total Travel Parties
Spring	March 16-June 14 (91 days)	1,323,563
Summer	June 15-September 6 (84 days)	1,041,318
Fall	September 7-November 30 (85 days)	1,097,270
Winter	December 1-March 15 (105 days)	1,035,027
Year-Round	(365 days)	4,494,721

Source: University of Idaho 2000

Table 2-12
Number of Travel Parties by Reason for Travel

Season	Reason for Travel	Proportion	Total Travel Parties
Spring	Business	7.2%	95,297
	Pleasure	29.0%	383,833
	Business and Pleasure	36.2%	479,130
	Daily Affairs	63.8%	844,433
Summer	Business	6.7%	69,768
	Pleasure	34.0%	354,048
	Business and Pleasure	40.7%	423,816
	Daily Affairs	59.4%	618,543
Fall	Business	7.2%	79,003
	Pleasure	29.4%	322,597
	Business and Pleasure	36.6%	401,601
	Daily Affairs	63.4%	695,669
Winter	Business	12.3%	127,308
	Pleasure	22.9%	237,021
	Business and Pleasure	35.2%	364,330
	Daily Affairs	64.8%	670,697
Year-Round	Business	8.0%	359,578
	Pleasure	29.2%	1,312,459
	Business and Pleasure	37.2%	1,672,036
	Daily Affairs	62.8%	2,822,685

Source: University of Idaho 2000

Recreation-related visits to Idaho are estimated to continue to increase at an annual rate of one to four percent within the planning area. Population growth, as well as an increase in the number of annual visitors, has created a rising demand for recreation opportunities. In 2002, the Outdoor Industry Association's State of Affairs ranked Idaho as the number one state in the nation for recreation, with 86.8 percent of residents participating in outdoor activities (Outdoor Industry Association 2002). Figure 2-1 illustrates overall reasons why tourists visit Idaho. Based on past trends of a growing number of visits made by recreationalists to Idaho, especially in the spring and summer months, the pristine nature and abundant number of recreation opportunities on Idaho lands will continue to attract visitors nationwide into the future.

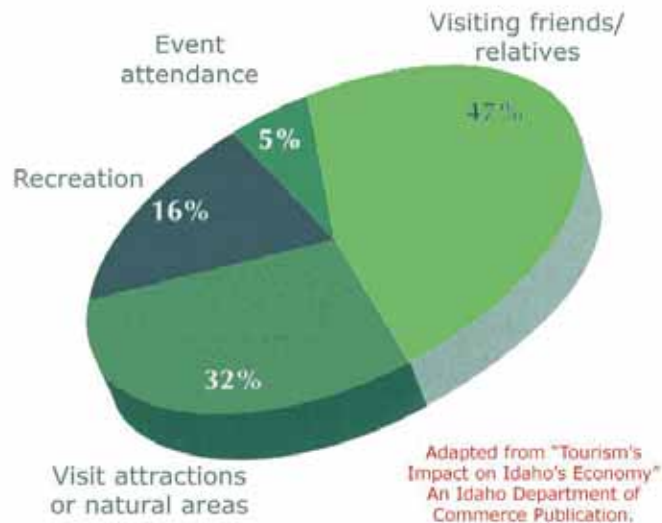
Table 2-13
Estimated Number of Business and Pleasure Travel Parties by Travel Pattern

Season	Travel Pattern	Proportion	Total Travel Parties
Spring	Resident within region	37.6%	180,153
	Resident inter-region	23.3%	111,637
	Nonresident visit	18.8%	90,076
	Nonresident pass through	10.5%	50,309
	Resident pass through	9.8%	46,955
Summer	Resident within region	20.7%	87,730
	Resident inter-region	18.6%	78,830
	Nonresident visit	29.7%	125,873
	Nonresident pass through	17.9%	75,863
	Resident pass through	13.1%	55,520
Fall	Resident within region	29.2%	117,267
	Resident inter-region	31.2%	125,299
	Nonresident visit	22.7%	91,163
	Nonresident pass through	8.4%	33,734
	Resident pass through	8.4%	33,734
Winter	Resident within region	45.1%	164,313
	Resident inter-region	25.5%	92,904
	Nonresident visit	18.6%	67,765
	Nonresident pass through	5.9%	21,495
	Resident pass through	4.9%	17,852
Year-Round	Resident within region	32.1%	536,724
	Resident inter-region	24.9%	416,337
	Nonresident visit	22.6%	377,880
	Nonresident pass through	11.0%	183,924
	Resident pass through	9.3%	155,499

Source: University of Idaho 2000

The BLM manages approximately 270 million acres in the western US, visited by 65 million visitors each year (Western State Tourism Policy Council 2003). Recreational activities are a dominant use of BLM-managed lands. In 2002, Idaho public lands saw more than 11.8 million visitors, who spent a total of 4.7 million visitor days (BLM 2004a). A visitor day represents

Figure 2-1
Reasons Why Tourists Visit Idaho



Source: University of Idaho 2000

one person doing an activity for any part of one day. For example, if one person spent one night camping on public lands, it is counted as two visitor days. Table 2-14 displays the diverse activities enjoyed by recreationalists and the estimated number of visitor days on lands or waters administered by the BLM, per activity in 2002, in Idaho.

Table 2-14
Recreation Use in Idaho on BLM-Managed Lands (2002)

Activity	Visitor Days
Boating-motorized	165,881
Boating, row, float, or paddle	534,522
Camping and picnicking	1,221,756
Driving for pleasure	239,583
Fishing	438,416
Hunting	663,603
Interpretation, education, and viewing public land resources	276,755
Nonmotorized travel	257,914
Off-highway vehicle travel	271,472
Snowmobile and other winter motorized travel	57,926
Specialized motor sports, events, and activities	958
Specialized non-motor sports, events, and activities	253,360
Swimming and other water activities	51,171
Winter/non-motorized activities	299,482
TOTAL	4,732,799

Source: BLM 2004a

In addition to BLM-administered lands, US Forest Service land, such as the Clearwater National Forest and the Nez Perce National Forest, are within the planning area. This is a major recreation and tourism destination, drawing local visitors and tourists from throughout the region and the nation and potentially drawing visitors to nearby BLM lands. Figure 1-1 portrays the recreation sites on BLM-administered lands in the CFO.

The planning area includes 112 miles of the Lower Salmon River, approximately 79 miles of which are on BLM-administered lands (BLM 2004c). Much of the land managed by the BLM CFO is adjacent to or in the vicinity of the Lower Salmon River. The numerous recreational opportunities that exist in the Lower Salmon River corridor include whitewater rafting, steelhead fishing, hiking, camping, picnicking, floating, kayaking, and power boating. This is a widely used recreation area and visits to the recreation sites and semideveloped campgrounds along the river corridor totaled over 300,000 in 2002 and are increasing every year (BLM 2004a). Visitors can also see fragile evidence of human use of this environment for the past 10,000 years, including prehistoric house pits, rock structures, pictographs, stone artifacts, graves, mines, picks, shovels, ditches, and trails (BLM 2004a).

Table 2-15 further delineates activities and participation of travelers in the planning area.

Table 2-15
Average Year-Round Activities and Participation

Activity	Percent	Season with Greatest Participation
Visiting friends and relatives	37.5%	Winter
Outdoor recreation activity	22.0%	Summer
Shopping	9.8%	Winter
Driving for pleasure to access outdoor activity	8.3%	Spring
Community-based recreation	2.5%	Spring
Organized sports event	5.0%	Fall
General leisure	8.4%	Summer
Community-based entertainment	2.6%	Fall
Second homes	1.9%	Fall

Source: Idaho Commerce and Labor 2004

Note: Depending on data, some activities are averaged using three seasons instead of four.

According to the Dean Runyan Associates study conducted for the Idaho Department of Commerce in 1997, the average travel spending per visitor is \$1,425 (Dean Runyan Associates 1997). Because residents of the planning

area purchase the same goods and services as visitors, analysis of recreation and tourism's contribution to the local economy can be difficult. Table 2-16 presents the mean travel spending estimates in each of the six planning area counties. Table 2-17 shows employment and labor income information related to recreation and tourism activities in planning area. The annual figures include all part-time, seasonal, and full-time jobs, as well as proprietor incomes.

Table 2-16
Mean Travel Spending Estimates and Travel-Generated Employment
in Six Planning Area Counties (2002)

County	Payment (\$000s)	Jobs
Adams	\$1,642	73
Clearwater	\$3,286	170
Idaho	\$6,688	631
Latah	\$29,024	668
Lewis	\$1,855	62
Nez Perce	\$29,809	472
Planning Area Total	\$72,304	2,076

Source: Idaho Commerce and Labor 2004

Table 2-17
Estimated Sales, Employment and Labor Income Resulting from
Recreation- and Tourism-Related Activities in the Planning Area (2002)

Sector: Direct Effects	Sales \$000s	Employment (Average Annual Jobs)	Payroll (Average Annual Dollars)
Motel, hotel, cabin, bed and breakfast, camping	\$18,012	551	\$7,057
Restaurant and bars	\$19,659	653	\$6,627
Admission and fees	\$8,476	485	\$7,251
Retail trade	\$19,744	580	\$9,542
Wholesale trade	\$2,954	38	\$1,220
Local production of goods	\$1,817	2	\$17
Total direct effects	\$70,660	2,308	\$28,085
Secondary effects	\$8,988	166	\$3,651
Total effects	\$79,646	2,474	\$31,736

Source: Idaho Commerce and Labor 2004

In 2002, the BLM collected \$433,676 in Idaho from recreation fees and permits. The Idaho Department of Fish and Game issues hunting and fishing licenses and permits. In 2002, the estimated number of hunters on BLM-managed lands in Idaho was 56,950, with expenditures of approximately \$53

million (BLM 2004a). Also in 2002, the estimated number of lake and stream anglers on BLM-managed lands in Idaho was 46,500, with expenditures of approximately \$29.5 million (BLM 2004a).

The BLM CFO collected \$112,438 in recreation and use fees from approximately 300,000 visits to developed recreation sites in 2002. At developed recreation sites, the BLM CFO currently charges recreation fees that include a 3-percent gross fee, a \$7 site fee, and a \$1 dump fee. Public acceptance of using these fees is adequate for services provided for camping, hiking, fishing, hunting, water sports, boating, and picnicking. These fees have been a part of the BLM's recreational fee demonstration program. The Lower Salmon River recreational area managed by the CFO includes 112 miles of river (79 miles of which are on BLM lands), 12 developed sites, and over 200 undeveloped sites (BLM 2004a, 2004c).

In 2001, recreation and tourism employed approximately 2,474 workers in the planning area. Of total visitors, nonresidents traveling to Idaho were estimated to be 13 percent in the summer, 11 percent in the fall, 8 percent in the winter, and 13 percent in the spring. Within Idaho, tourism jobs accounted for 28.4 percent of total tourism-related employment. Recreation and visits to natural and cultural areas accounted for 48 percent of tourist revenues in Idaho (Idaho Game Fishery 2001).

Recreation trends are changing as population numbers, age, sex, and ethnicity change. Due to an increasing number of women entering the workforce, couples more frequently take three-day weekend trips rather than sporadic two-week-long vacations. Increases in racial and ethnic diversity and an increase in urban residents have also affected recreational interests. An aging American and north-central Idaho population has led to a greater number of residents favoring relaxing recreational activities, such as bird watching and boating. At current growth rates in the planning area, by 2020 the population is expected to increase by 11 percent from its 2000 value, an increase that will further increase recreational visits to the planning area.

According to a University of Idaho travel study conducted in 1999 and 2000, visitors attached the highest importance rating to the experience of obtaining environmental awareness and managing for environmental benefits. In addition, remote and more primitive recreation opportunities were favored by the greatest percentage of visitors (University of Idaho 2000). The most common and most desired activities on BLM lands were fishing, hiking, camping, photography, wildlife/bird observation, picnicking, hunting, and off-highway vehicle use. The BLM recreation areas are most highly valued for viewing scenery, experiencing nature, escaping crowds and stress, being physically active, experiencing quiet and solitude, providing a sense of discovery, and being with friends (Idaho Commerce and Labor 2004).

Forestry Sector

Although 41 percent of Idaho is forested, the BLM CFO administers only a fraction of that area, which is used for timber harvest. Forestry within the planning area is more prevalent on US Forest Service lands within the planning area and includes the surrounding Clearwater National Forest and Nez Perce National Forest (see Figure 1-1). The CFO manages 35,757 acres of commercial forestland within the planning area (Craig 2005), constituting 24.8 percent of total CFO-managed land within the planning area. While forestry is an important industry in Idaho, only about six percent, or 40,000 acres, of BLM land in the planning area supports potential commercial timber stands (Figure 2-2).

Forestry remains Idaho's number one nonfarm basic industry, providing 10.9 percent of the state's gross product and approximately 9 percent of total jobs. In 2003, forestry provided an estimated 19,000 jobs, and forest-based earnings totaled approximately \$580 million (US Forest Service 2003b). However, the forestry industry is not as large an employer in some planning area counties as it is in others (Idaho Commerce and Labor 2004). Of the CFO-managed lands in the six planning area counties, most forestry-related activities take place in Idaho and Lewis Counties (Craig 2005). All BLM-administered lands within the CFO are potentially available for commercial timber harvest and sales except for public lands in the Craig Mountain Wildlife Management Area and Marshall Mountain Township.

There are ten timber/mill communities in the CFO boundary: New Meadows (Adams County); Orofino (Clearwater County); Cottonwood, Elk City, Kooskia, Grangeville, Riggins, and White Bird (Idaho County); Kamiah (Lewis County); and Lewiston (Nez Perce County). The Elk City mill is scheduled to close in 2005 and to be relocated in Grangeville (Associated Press 2005). A sharp decline in timber sales from National Forests in Idaho has resulted from both a reduction in national timber product offerings and reduced demand and prices for wood products. Thirty-six mills permanently closed from 1989 to 2001, and many of them do not plan to reopen. Based on current trends in the forestry industry, such as the ongoing temporary layoffs induced by mill closures, similar occurrences are expected to continue within counties of the planning area in the future unless the government allows for more harvesting on public lands or enacts greater protective measures on the timber industry as a whole (Idaho Commerce and Labor 2004). Idaho County would suffer the greatest impact if the timber industry continues to decline. However, harvests from private timberlands have increased as a result. Total US Forest Service payments to Idaho from timber receipts amounted to \$7,838,716 in 2002 (US Forest Service 2003b).

During fiscal year 2002, the Idaho BLM collected \$612,510 from timber sales, of which direct BLM financial transfers to the state from timber receipts amounted to approximately \$253,000 (BLM 2004a). In fiscal year

2004, sales of forest products derived from the 92,242 acres of commercial forest land managed by the CFO was estimated to value approximately \$130,479 million from 1,037,100 board feet (BLM 2004a). These figures reflect the portion of receipts from public domain timber harvest collected by the federal government and shared with the state to distribute to the counties. Timber receipts are not a part of payments in lieu of taxes (PILT) but are additional payments paid to the counties. PILT provide for payments to local governments containing certain federally owned lands and are described in more detail in the Payments in Lieu of Taxes section below. Table 2-18 presents timber fee receipts redistributed to counties within the planning area.

Table 2-18
Fiscal Year 2004 Timber Receipts
Distributed to Planning Area Counties

County	Payment
Adams	\$0.40
Clearwater	-
Idaho	\$1,324.76
Latah	-
Lewis	\$3,904.47
Nez Perce	-
Total	\$5,229.63

Source: BLM 2004a; Kaiser 2005

BLM Forest/Fuels Stewardship Program

Stewardship contracting is a contracting tool that authorizes the BLM and the US Forest Service to exchange goods for services (Section 323 of Public Law 108-7 [Title 16 United States Code Section 2104, as revised]). This is accomplished by entering into stewardship projects (by contract or agreement) with private persons or public or private entities to perform services that achieve public land management goals that meet local and rural community needs. Stewardship contracting involves caring for the land through broad-based community public and community involvement (BLM 2005a).

Stewardship contracting provides for the sale or exchange of vegetative material, such as commercial sized timber, in exchange for service work, such as tree planting, in one contract or package. Contracts allow the value of forest products sold to offset the cost of contracted services. Stewardship contracting is intended to achieve key land management goals that improve, maintain, or restore forest or rangeland health; restore or maintain water quality; improve fish and wildlife habitat; reestablish native plant species and increase their resilience to insect and disease; and reduce hazardous fuels that

2-2 Reliance on Timber Harvest on BLM or US Forest Service Lands

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pose risks to communities and ecosystem values through an open collaborative process. The BLM specifies what the project area should look like when the contract is completed, and all contracts are written with performance-based measures. The BLM does not specify how the contractor does the work. Projects must have close involvement with a local community group whose goal is community economic viability to maintain the woods and mill work social infrastructure. Also, the value of timber or biomass removed must be applied as payment for various conservation or restorative services. In Idaho, stewardship projects are prioritized to meet social goals (such as the wildland-urban interface) before ecological goals, and projects that economically stimulate rural communities also are prioritized.

In the CFO, the one stewardship project underway is 2.5 miles southwest of the town of Elk City, the Whiskey South Forest Stewardship Project, and others are being considered or prepared. The project was developed to reduce the risk of high-intensity wildland fire to life, property, and natural resources in the Elk City area by modifying existing fuel continuity and patterns and creating fuel break mosaics to improve conditions for fire-adapted forest stands, and to improve the quantity and quality of elk winter range through the use of timber harvest and prescribed fire. Adjoining the project area are two small residential subdivisions and a saw mill. Multiple community meetings were held before the project began, and there is local support for the project (BLM 2005b).

Mining Sector

The BLM manages approximately 11.9 million surface acres and 35 million acres of subsurface mineral estate underlying federal surface land. Idaho's mining industry directly employs 5,000 people, with an annual payroll of over \$200 million (Idaho Mining Association 2004). Figure 2-3 presents major mineral deposits within Idaho; Figure 2-4 presents mineral resources located within the CFO planning area, where the mining industry employed just over 200 people in 2000 (Idaho Commerce and Labor 2004). In 2000, mining employment data for Adams, Clearwater, and Lewis Counties were found to be either zero or suppressed.

There are no active mineral leases within the planning area. The BLM CFO administers leases and prospecting permits on acquired lands; currently, there are eight such leases, encompassing approximately 2,237 acres in Latah and Clearwater Counties and covering a variety of minerals, including garnet, gold, clay, limestone, uranium, feldspar, mica, and silica. The BLM CFO owns substantial blocks of land in two gold mining districts: the Elk City Mining District and the Marshal Lakes Mining District. In general, the minerals of greatest economic significance within the planning area include precious metals, aggregates, garnets, clay, and dimension/decorative stone (BLM 2004b).

Idaho's public lands provide a good source for salable minerals, such as sand, gravel, stone, and clay, which are sold to applicants at fair market value. In 2003, 983 permits were issued, producing 617,623 cubic yards of materials (principally sand, gravel, and pumice). Currently, there are three active material salable contracts within the CFO district that cover stone used for aggregate, totaling approximately 80 acres in Idaho County (BLM 2004b). The BLM also provides salable minerals free of charge to state, county, and municipal highway departments for road construction. In 2000, the Idaho BLM issued 108 authorizations under the free use system for state and municipal governments for 718,161 cubic yards and 118,646 tons of mineral materials valued at \$438,104 (BLM 2004a).

In fiscal year 2002, a total of \$7,874,520 was collected from mineral royalties, rents, and bonuses from BLM lands in Idaho, with an additional \$1,051,240 collected from mineral receipts and \$792 from mining claim holding fees and service charges. Receipts from mining leases and permit fees the same year amounted to \$30,131, with the BLM making a direct financial transfer back to the state in the amount of \$1,923,802 from royalties, rents, and bonuses, and \$15,066 from mining leases and permits. The Minerals Management Service collects receipts and makes disbursements. Payments are from revenues derived from federal mineral leases, including leases for coal, geothermal, oil, and gas. These figures do not reflect disbursements from leases on acquired lands, including National Grasslands (BLM 2004a).

Federal mineral revenues were generated from three of the six planning area counties in 2001. That year, portions of mineral revenues were returned to the federal government from Clearwater, Idaho, and Latah Counties. Table 2-19 displays each county's contributing royalty value and amount disbursed back to the state. The three planning area counties' contribution noticeably constitute a small percentage of the state's total and have since diminished in royalty value and, therefore, diminished returned payments, up through 2004 (Sanner 2005).

The planning area contains significant resource potential for a wide variety of nonfuel minerals and material commodities (Figure 2-5). The region has had continuous mineral development for over 140 years, including the initial rich placer gold along the major rivers, high-grade gold veins in the major districts, such as the Elkhorn Mining District, and more recently the extensive garnet and clay mining at the Emerald Creek District. In 2003, Kimberly Gold Mines drilled and explored at its property in the Marshall Mountains in Idaho County, and Alchemy Ventures, renamed I-Minerals, Inc., drilled 12 core holes at its Helmar-Bovill clay pits in Latah County and conducted metallurgical testing to evaluate its feldspar resources (US Geological Survey 2003). Development of various industrial minerals in the

2-3 Major Mineral Producing Areas in Idaho

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2-4 Mineral Resources

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Table 2-19
Federal Mineral Revenue Disbursements Identified by County of Origin (Fiscal Year 2001)

Location	Product	Royalty Value	Disbursed to State
Clearwater County			
	Other revenues	\$33.03	\$8.26
	Rent	\$28.56	\$7.14
	Subtotal	\$61.59	\$15.40
Idaho County			
	Rent	\$37.78	\$9.45
		\$37.78	\$9.45
Latah County			
	Other revenues	\$93.40	\$23.35
	Rent	\$-12.96	\$-3.24
	Subtotal	\$80.44	\$20.11
State of Idaho Total		\$8,317,610.00	\$4,451,885.25

Source: Mineral Management Service 2004

planning area, including sand, gravel, and aggregate, dimension stone, and limestone, is expected to continue to expand or contract in response to urban growth and construction in Idaho (Parker 2002).

Minerals employment and labor income in the planning area in 2003 is presented in Table 2-20 for the six counties in which there is a mining industry. While the US Forest Service is responsible for managing surface land, the BLM manages subsurface minerals within the National Forests and works with the US Forest Service to manage subsurface minerals. The BLM itself manages sand and gravel mining on its lands.

Table 2-20
County Mineral Employment and Labor Income (2003)

County	Employment (Annual Average Jobs)	Labor Income (Annual Average Dollars)
Adams County	0	\$0
Clearwater County	*	*
Idaho County	78	\$34,748
Latah County	17	\$27,658
Lewis County	*	*
Nez Perce County	106	\$32,506
Planning Area Total/Average	201	\$31,637

*Indicates no employment or suppressed data.

Source: Idaho Commerce and Labor 2004

Livestock Grazing/Rangeland Management

Idaho is an important cattle-raising state and is the eighth largest sheep-raising state in the US. Cattle and sheep are raised in large numbers in the mountains and the drier sections of the state. The leading cattle-raising areas are in the Snake River Valley in eastern and southeastern Idaho. In summer, many ranch cattle herds are grazed on rangelands high in the mountains, and in fall, they are returned to the ranches in the valleys where they are fed on hay and other fodder crops during the winter. Beef cattle raised on farms remain at ranches throughout the year and are fed on alfalfa and other fodder crops and on by-products of other crops, such as peas, while dairy cattle are raised on irrigated pastures, mostly in the western Snake River Valley. They provide dairy products for many urban centers in Idaho, Oregon, and Washington. Sheep are raised mainly on the Columbia Plateau and in the Basin and Range Region in southern Idaho. They graze on the higher mountain rangelands in summer and on the valley grasslands in winter (US Forest Service 2003b).

Similar to the US Forest Service, the BLM manages public land grazing by issuing grazing permits/leases. The grazing fee for western public lands managed by the BLM and the US Forest Service has been set at \$1.43 per animal unit month (AUM) for 2004. One AUM is equal to the amount of forage used to support one cow and calf for one month (approximately 800 pounds of forage). Permitted AUMs include permittees holding paid permits. Authorized AUMs include term and temporary grazing permits, as well as all other paid permits, such as transportation, research, working animals, and special uses (BLM 2004a).

Generally, the BLM installs fencing and monitors the grazing to make sure the number of livestock in the contract is not exceeded. On public lands, the permittee is usually charged with tending and moving the livestock, protecting the land from overgrazing, and monitoring the livestock (Bioeconomics 2004). Presently, the CFO has allocated a total of 7,202 AUMs, and approximately 127 livestock operators in the CFO planning area actively graze 168 allotments. In addition, there are 20 vacant allotments with 1,098 AUMs that are currently not being leased. The grazing allotments vary, from less than 3 acres up to 11,630 acres. Presently, 6,348 AUMs are allocated for cattle, 740 AUMs for sheep, and 114 AUMs for horses, bison, and goats (Danly 2005).

Not all the permitted AUMs are licensed for use each year. Annual fluctuations in AUMs licensed are due to many factors, including weather conditions, livestock markets, and individual operator considerations. From 1990 through 2001 in Idaho, the number of AUMs licensed annually for livestock grazing has increased from a low of 207,329 AUMs in 1992 to a high of 513,438 AUMs in 2000, with the average licensed use being 322,974

2-5 Potential Mineral Resources

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AUMs (BLM 2004a). In general, the number of permits/leases issued by the BLM in Idaho has gradually declined over the last several decades, while the number of authorized AUMs has increased slightly or remained roughly the same (Figure 2-6).

Figure 2-6
Total Grazing on BLM Idaho Lands from 1975-2000



Source: RangeNet 2004b

Grazing allotments on the BLM lands within the planning area are presented in Figure 2-7; Figure 2-8 presents the economic importance of forage on BLM lands within the planning area, as identified by the Interior Columbia Basin Ecosystem Management Project (ICBEMP) (ICBEMP 1995). Figures within this table include general employment and income trends within the industry and information for Clearwater and Nez Perce National Forests, the BLM, and state and private property (US Forest Service 2003a).

The BLM returns a portion of the funds received from grazing receipts to Idaho. The BLM payments are either 12.5 percent (Taylor Grazing Act Section 3 lands) or 50 percent (Taylor Grazing Act Section 15 lands) of grazing receipts. Payments identified in the former category include funds collected through the issuance of grazing authorizations on lands administered under the Taylor Grazing Act (BLM 2004a).

In fiscal year 2002, the Idaho BLM collected \$433,676 from grazing fees, \$3,466¹ of which was returned to the state of Idaho (BLM 2004a). Table 2-21 presents grazing fee receipts distributed in 2004 to planning area counties. Grazing fee receipts distributed to planning area counties constituted just 1.1 percent of total receipts redistributed to counties throughout Idaho.

¹ Due to a change in procedures, only the payment for the 12th month was made to the States in FY2000. Previously, payments for the first 11 months of the fiscal year (October through August) were made in September of the same fiscal year and the payment of the 12th month was made in late October or early November of the next fiscal year. This procedure was changed in fiscal year 2002, for which there will only be one payment. Therefore, the only payment that was made in fiscal year 2002 was the payment for the 12th month of the fiscal year 2001, which caused the decrease in the amount of payments.

Table 2-21
Grazing Fee Receipts Distributed to
Planning Area Counties (Fiscal Year 2004)

County	Payment
Adams	\$943.03
Clearwater	\$127.06
Idaho	\$3,331.64
Latah	\$19.31
Lewis	\$264.66
Nez Perce	\$121.06
Total	\$4,806.76

Source: BLM 2004a

Payments in Lieu of Taxes

Congress appropriates funds for the PILT payments to eligible units of local government each year. The BLM calculates the payment amounts using a formula based on population and the amount of federal land in a jurisdiction. These payments are in addition to federal revenues transferred to local governments under other programs, such as income generated from the use of public land for livestock grazing, timber harvests, and mineral receipts (BLM 2004a).

In 2004, the BLM sent \$15,306,478 to local governments in Idaho under the PILT Act (BLM 2004a). PILT funding compensated approximately 1,900 local governments in fiscal year 2004 because of the presence of federal lands in those jurisdictions that are not subject to local taxes. Table 2-22 presents PILT payments received by planning area counties in 2004.

Table 2-22
PILT Payments to Planning Area Counties (Fiscal Year 2004)

County	Payment	BLM Entitlement Acreage
Adams	\$102,819	5,470
Clearwater	\$278,402	3,948
Idaho	\$842,713	94,870
Latah	\$117,699	199
Lewis	\$11,307	8,199
Nez Perce	\$47,570	31,744
Total	\$1,400,510	144,430

Source: BLM 2004a

2-7 Grazing Allotments

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2-8 Reliance on Forage on BLM or US Forest Service Lands

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2.2.6 Community Economic Profile Workshop

On November 9, 2004, the BLM hosted a Community Economic Profile Workshop in Grangeville, Idaho, facilitated by economist Dr. Richard Gardner. Fifteen members of the public and local government representatives attended the workshop, in addition to BLM representatives. Attendees discussed economic growth and developed visions for the future of their communities. The attendees also discussed how BLM management of public lands could help support economic growth in local communities (Grangeville Economic Workshop 2004).

Participants expressed a need for balance among various resource, service, and economic-related activities in relation to community impacts from a region-wide amenity-based economy. They recognized the current trend of the younger population between the ages of 25 and 30 leaving the area in search of job opportunities, despite a desire to remain and settle within local communities. In-migration seemed to be mostly retirees, proprietors, and ex-military personnel. There had been an increase in the number of proprietors and startups in the region due to ex-timber mill workers who were retrained after mill closures in 1995. Many of these proprietors own or run more than one business, and many young proprietors who have retired early earn income through pensions and by maintaining small businesses. Furthermore, the cash economy is active in the region, and the regional economy offers numerous opportunities for tax deduction for small business owners.

Workshop participants also realized several opportunities for stimulating economic growth in the region. Opportunities to increase in-migration include increasing the potential of technological avenues to market local products. The debatable potential of expanding the Camas Prairie rail line in the region could open up transportation and business communications. In addition, environmental restoration and improving recreation opportunities could attract retirees and snow sport enthusiasts.

Participants acknowledged the decline in the timber industry and the maturity of agriculture as an economic sector. While aware of the growth in service sector jobs, the group was surprised by the degree to which professional services and finance, insurance, and real estate contributed to the growth. Participants learned that nearly half of personal income within Idaho County came from non-labor sources, which includes dividends, interest, rent, and transfer payments.

A brainstorming session among the group provided several objectives to reach the desired economic goals of each region, such as the following:

- Establishing stewardship contracts, which would allow contractors to trade services to improve public lands;

- Providing wildland-urban interface protection and encouraging fire-safe education by cost sharing for wildland-urban interface projects;
- Elevating the priority of invasive species management and control by recruiting more organizations and groups;
- Facilitating recreational mining in Elk City;
- Promoting river recreation program and managing corridors for recreation;
- Creating centralized interagency programs for fire suppression dispatch, an emergency communication system, road maintenance; and
- Identifying communities where regional populations are aging or attracting older retirees and redistributing recreational activities to provide these communities with increased opportunities for senior recreation (e.g., mushroom and berry picking, handicap access to fishing).

2.3 SOCIAL CHARACTERISTICS

Social characteristics and attitudes within the planning area are affected by the surrounding demographic and economic trends. Changes in regional industry sectors and the effect these changes have had on local economies have changed the predominant lifestyles and attitudes of the local residents. As identified in Section 2.1.1, Population, recent out-migration and the resulting slow, declining rate of population growth in the planning area have generated local concern for the future of local economies (Grangeville Economic Workshop 2004). Out-migration can result in a decrease in community social diversity, which can reduce the human resources available to respond to changes within a community (Adams-Russell Consulting 2004).

Environmental resources and the pristine and historic nature of the planning area are considered to be of significant value to its residents. Not only do preservation interests uphold a sense of community among local residents, but environmental restoration is also what can attract visitors and open up other business corridors within the region (Adams-Russell Consulting 2004). As discussed in Section 2.2.5, Recreation Sector, BLM lands provide numerous opportunities for social, recreation, and leisure activities for local communities and visitors to the planning area.

SECTION 3

ENVIRONMENTAL JUSTICE

This section addresses specific topics related to environmental justice, as required by the National Environmental Policy Act. Specifically, a discussion of issues related to environmental justice is presented in accordance with Executive Order 12898, and issues related to protecting children from environmental health risks are presented in accordance with Executive Order 13045.

On February 11, 1994, President Clinton issued Executive Order 12898, Federal Actions to Address Environmental Justice in Minority and Low-income Populations. This order requires that “each federal agency make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities, on minority populations and low-income populations” (Executive Order 12898, 59 Federal Register 7629 [Section 1-201]). To comply with the order, economic, racial, and demographic information generated to identify areas of low-income and high minority populations in and around the planning area has been gathered.

3.1 DEMOGRAPHICS

The planning area includes Adams, Clearwater, Idaho, Latah, Lewis, and Nez Perce Counties. Racial and ethnic data from 2000 for these counties and for Idaho have been compiled and are presented in Table 3-1. In 2000, the Native American, Alaska Aleut population formed the dominant ethnic group within the planning area, and the African American population had the smallest representation. Nez Perce (6.3 percent), Lewis (5.0 percent), and Idaho Counties (4.0 percent) had the largest Native American/Alaska Aleut populations, , roughly three to four times larger than the state’s population of 7.9 percent.

Table 3-1
Total Percentage of Population by Race/Ethnicity (2000)

Location	White	Black, African American	Native American, Alaska Aleut	Asian, Pacific Islander	Some Other Race	Latino, Hispanic, Any Race
State of Idaho	91.0%	0.4%	1.4%	1.0%	6.3%	7.9%
Adams County	97.3%	0.1%	2.2%	0.3%	1.3%	1.6%
Clearwater County	96.7%	0.2%	3.3%	0.8%	1.0%	1.8%
Idaho County	95.7%	0.1%	4.0%	0.6%	1.4%	1.6%
Latah County	93.9%	0.6%	0.7%	0.1%	0.8%	2.1%
Lewis County	94.2%	0.4%	5.0%	0.6%	1.9%	1.9%
Nez Perce County	93.1%	0.4%	6.3%	1.1%	0.7%	1.9%
Planning Area	95.1%	0.3%	3.6%	0.6%	1.2%	1.8%
Average Total						

Note: Percentages for a given year do not add to 100 because Hispanic is an ethnicity category, which includes all races and because people can select from more than one race.

Source: US Census Bureau 2004

3.1.1 Tribal Interests

Indian Trust Resources and Tribal Treaty Rights

Indian trust resources and tribal treaty rights are legal interests in assets held in trust by the federal government for federally recognized Indian tribes or nations or for individual Indians. These assets can be real property, physical assets, or intangible property rights. Examples include lands, minerals, water rights, hunting and fishing rights, other natural resources, money, or claims. Treaty rights are not gifts or grants from the US but are bargained-for concessions. These are grants-of-rights from the tribes, rather than to the tribes. Treaties are negotiated contracts made pursuant to the US Constitution and take precedence over any conflicting state laws. The reciprocal obligations assumed by the federal government and Indian tribes constitute the chief source of present-day federal Indian law. The US and represented agencies, including the BLM, have a special trust relationship with Indian tribes because of these treaties. As a federal land managing agency, the BLM has the responsibility to identify and consider potential impacts of BLM plans, projects, programs, or activities on Indian trust resources (e.g., fish, game, water quality, and plant resources) (Sisson 2004).

The federally recognized Nez Perce Tribe has long used natural resources and conducted its social and religious activities in the planning area. Between 1855 and 1863, the Nez Perce Tribe and the US signed various treaties and agreements that relinquished ownership of millions of acres of land to the US, established and modified the Nez Perce Reservation to guarantee a permanent homeland for the tribe, and maintained the tribe's rights to fish, hunt, and gather (Sisson 2004).

Because the BLM manages portions of the ceded lands that are within the traditional use areas of the tribe, it has a trust responsibility to provide the conditions necessary for Indian tribal members to satisfy their treaty rights. Members of the Nez Perce Tribe exercise their hunting, fishing, and gathering rights on federal lands outside the boundaries of the reservation. Currently, Native American tribes do not depend on commodity resources from lands managed by the CFO for their economic livelihood. However, they do use BLM public lands resources for subsistence and cultural purposes. Tribal treaty rights pursued on public lands within the planning area include fishing for resident game fish species and anadromous (migrating) fish, hunting large and small game, and gathering various natural resources for both subsistence and medicinal purposes (Sisson 2004). Currently, there is little specific information available on the exact species sought or locations used by Native Americans exercising their treaty rights within planning area boundaries.

Trends in the planning area since the signing of treaties and agreements have changed the availability of natural and cultural resources that were used by members of the Nez Perce Tribe in exercising their treaty rights. Mineral extraction, timber harvest, farming, ranching, construction, introduction of exotic species, declines in water quality, and vehicle use have led to a general decline in fish, game, and plant species. More recent trends include a greater awareness among managers of treaty rights issues and commitment to collaborating with the tribe (Sisson 2004).

Native plants, such as camas, no longer exist in some meadows. Some of the shallow rocky soils among the fringes of the timbered areas no longer have cous (*Lomatium* spp.) and possibly other traditional plant species. The decline in huckleberry plants has also been noted in the forested areas. Other plants used for traditional purposes may have been lost or diminished in these environments as well (Sisson 2004). All of these plants are important for Native Americans, but the loss of the plants also affect associated sociocultural values. Without the plants available for use, the intertwined sociocultural values associated with gathering and processing the plants or animals is lost or diminished.

Nez Perce Tribal Demographics and Economy

Figure 1-1 shows the location of the Nez Perce Tribe Reservation within Lewis, Nez Perce, and Clearwater Counties in the planning area. The CFO lies entirely within the ceded territory of the Nez Perce Tribe, whose reservation lies entirely within the CFO. There are about 17,586 acres of BLM-administered land within the reservation. Much of the reservation is adjacent to National Forest land. The reservation includes about 80,000 acres of the land within the 750,000 acres originally allocated through treaties. Past treaties and the Dawes Act have reduced tribal lands, but the tribe is now pursuing an acquisitions program. Currently, total lands under tribal

ownership are over 180,000 acres. There are approximately 3,300 enrolled tribal members, and there are another 1,000 members who live off the reservation. Lapwai and Kamiah are two principal communities of residence for tribal members, but members also live throughout the planning area (Adams-Russell Consulting 2004).

There are no tribal lands in the planning area formally held in trust by the BLM. However, the Cottonwood Field Office maintains a government-to-government relationship with the Nez Perce tribal government in the use and protection of resources on public lands. The contemporary Nez Perce sociopolitical organization and expectations about consultation with natural resource management agencies are based on the evolution of the Nez Perce Home and Farm Organization into Nez Perce Executive Committee, founded by James Stuart in 1948 (Adams-Russell Consulting 2004). Nez Perce use of BLM lands for subsistence-use activities are in accordance with the treaties executed in the mid- to late-1800s, as described above.

Table 3-2 displays population, labor, housing, and income trends of the Nez Perce Tribe from 1980 to 2000. Population growth during that time totaled 638 people, representing a 43.6 percent increase. In 2000, 54.7 percent of the tribe's population was between the ages of 18 and 64, with the population of people under the age of 18 declining between from approximately 44 percent to 38 percent. During the same period, the number of family households and number of owner-occupied housing units increased, from 452 to 667 units, representing a 47.6 percent increase. In 2000, of the 7,735 tribal members in the civilian labor force (available for employment), 7,025 members were employed, though between 1980 and 2000, labor force participation decreased from 74.4 percent to 62.2 percent. However, median household income and per capita income increased and poverty level decreased, indicating an increase in the economic well-being of the Nez Perce Tribe population in the planning area (NWAFF 2004).

This economic prosperity can be attributed to the financial improvement and increase of activity of Nez Perce Tribe-operated casinos in the region: the Coyote Casino in Kamiah (Lewis County) (formerly the It'se-Ye-Ye Casino) and the Clearwater River Casino in Lewiston (Nez Perce County). Together, the casinos employ approximately 250 people and annual net revenues total \$2 million to \$3 million. Revenues generated by the casinos support tribal government, tribal economic development, and tribal member services. The revenues are also used to support local police and fire services, as well as local schools and charitable organizations (University of Idaho 2004). Overall, tribal enterprises increased nearly 300 percent from 1995 to 2000. Most of the earnings (\$10.5 million) came from the Clearwater River Casino.

Table 3-2
Nez Perce Tribe Reservation Populations, Employment, and Income Trends (1980-2000)

Socioeconomic Indicator	1980*	1990*	2000
Population	1,463	1,863	2,101
<i>Decade change</i>	-	27%	12.8%
Age structure			
<i>Under 18</i>	44%	38%	38.4%
<i>Ages 18-64</i>	49%	56%	54.7%
<i>Above 65</i>	7%	6%	6.9%
Household type			
<i>Family household</i>	211	471	540
<i>Non-family household</i>	104	122	127
Owner occupied housing units	452	592	667
Value of owner occupied housing units	\$61,761	\$65,854	\$82,691
Labor force participation	74%	57%	62.2%
Median household income	\$16,599	\$25,599	\$32,383
Per capita income	\$8,316	\$8,715	\$11,023
Poverty level	36%	30%	26%

Source: NWAFF 2004; US Census Bureau 2004

*Most 1980 and 1990 numbers are rounded.

Employment increased 220 percent, dramatically decreasing high winter unemployment figures (almost 70 percent) that existed before the advent of tribal gaming (University of Idaho 2004).

3.2 INCOME AND POVERTY LEVEL

Table 3-3 provides income statistics for planning area counties and Idaho. All counties have a lower per capita income than the Idaho average, and, except for Nez Perce County, all counties also have lower median household incomes than Idaho. Idaho's poverty rate (13.8 percent) exceeds the poverty rates of three out of six planning area counties (Nez Perce, Lewis, and Clearwater) and was below the rest of the planning area counties' percentages, which ranged from 13.5 to 16.7 percent.

The US Census Bureau uses a set of money income thresholds that vary by family size and composition to determine which families are poor. If a family's total income is less than its threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically, but they are updated annually for inflation using the Consumer Price Index. For example, in 2000, the average estimated poverty threshold for an individual in the US was an annual income of \$8,787 and for a four-person household it was \$17,601. The US Census Bureau estimates that approximately 12.0 to 16.7 percent of county populations in the planning area were below the poverty line in 2000. The percentages in Latah (16.7 percent), Idaho (16.3 percent), and Adams (14.3 percent) Counties exceeded the state average of 13.8 percent (US Census Bureau 2004). While

Table 3-3
County Income and Poverty Level (2000)

County	Median Household Income	Per Capita Income	Population Living in Poverty (2000)	Population Living in Poverty (1990)
Adams	\$28,423	\$14,908	14.3 %	10.9%
Clearwater	\$32,071	\$15,463	13.5 %	12.2%
Idaho	\$29,515	\$14,411	16.3 %	13.8%
Latah	\$32,524	\$16,690	16.7%	18.5%
Lewis	\$31,413	\$15,942	12.0 %	15.6%
Nez Perce	\$37,609	\$18,544	12.2 %	12.0%
Idaho	\$36,282	\$23,987	13.8%	16.3%

Source: US Census Bureau 2004

these counties displayed lower values from 1990, Adams, Clearwater, and Idaho Counties actually had a 3.5 percent, 1.3 percent, and 2.5 percent increase, respectively, in the number of individuals below the poverty line from 1990 levels (US Census Bureau 2004).

3.3 PROTECTION OF CHILDREN

Executive Order 13045, Protection of Children from Environmental Health Risks and Safety Risks (Executive Order 13045, 62 Federal Register 19885), states that each federal agency shall make it a high priority to identify and assess environmental health risks and safety risks that may disproportionately affect children and ensure that its policies, programs, activities, and standards address disproportionate risks to children that result from environmental health risks or safety risks. Environmental health risks and safety risks mean risks to health or to safety that are attributable to products or substances that the child is likely to come into contact with or to ingest.

Of the larger planning area counties, approximately 25.0 percent of Idaho County and 23.0 percent of Clearwater County are made up of children (under 18 years of age). Similar percentages of children reside in other planning area counties: 23.9 percent in Adams County, 20.3 percent in Latah County, 25.4 percent in Lewis County, and 23.8 percent in Nez Perce County (US Census Bureau 2004).

SECTION 4

CONCLUSION

4.1 SUMMARY OF SOCIOECONOMIC CONDITIONS AND SOCIAL CHARACTERISTICS

Socioeconomic and social considerations throughout the planning area are consistent among the diverse group of stakeholders, including tribes, commercial interests, recreation, wildlife, and inter-governmental interests. Family, work, and community are all integral values of planning area residents, and environmental protection and diversity, outdoor activity and recreation are especially highly valued. A sense of place is also an important sentiment held by county residents and is especially significant for the Nez Perce Tribe, as the region's landscape represents aspects of the tribe's culture, traditions, and history. In general, most lifestyles of the planning area residents are associated with place and community, as well as with natural resource development, such as ranching, farming, logging, mill work, and mining (Adams-Russell Consulting 2004).

The age distribution of residents within the planning area counties represents a larger proportion of people under 18, a relatively high median age when compared to that of the state, and a growing population of people 65 and older. This has resulted in a relatively small proportion of the population that is in its prime wage-earning years (Parker 2002). Due to high levels of out-migration and aging population, the decline in resource-based industries has resulted in a growth in the services sector. This trend has allowed small businesses in larger cities to remain relatively intact without considerable competition from larger competitors, as would occur if a high rate of population growth attracted larger businesses into the region (Adams-Russell Consulting 2004).

Until recently, natural resource extraction dominated the identity and activities of the communities within these counties. In certain counties, the local economy, culture, and identities of communities have shifted to a more amenity-based model for development activities, including tourism, recreation, and retiree benefits (Parker 2002). A perceived loss of jobs and

employment opportunities, resulting from the decline of the timber harvesting and mining industries within the counties, has become one of the largest concerns regarding the decline of the communities' social and economic dependence on resource-extraction industries. Although the mining industry has waned in the region, it continues to be active along streams and rivers in communities such as Riggins, Potlatch, and Craigmont during the summer (Adams-Russell Consulting 2004).

Agricultural practices have also changed across regional areas. Farms have begun forming partnerships and corporation as new ways to organize business from the traditional family farm. This trend has stemmed from the decline of employment and activity in the agriculture industry (Adams-Russell Consulting 2004).

Real estate sales decreased in the planning area between 1990 and 2000, but land values, specifically for farm land, have remained about the same or have increased slightly. Older residents enjoy an affordable lifestyle in the planning area, with high levels of retiree personal income benefits and community services that cater to this population group. However, river-front properties have tripled in price within the last year and a half in Idaho County (Parker 2002).

Use of BLM lands within the planning area has grown due the area's growth and changing demographics. Because of changes in use on BLM lands that have accompanied the increased visitation to the planning area, increased settlement of young retirees, and greater number of recreation enthusiasts, the BLM and US Forest Service have set regulations and restrictions on specific recreational activities on public lands and have attempted to resolve conflicts among different user groups (Adams-Russell Consulting 2004).

On November 9, 2004, the BLM hosted a Community Economic Profile Workshop in Grangeville, Idaho, facilitated by an economist. The BLM and public and local government representatives attended the workshop. Attendees discussed economic growth and developed visions for the future of their communities. The attendees also discussed how BLM management of public lands could help support economic growth in local communities (Grangeville Economic Workshop 2004).

4.2 SUMMARY OF ECONOMIC INFLUENCE OF BLM-MANAGED LANDS

The BLM lands play a significant role in the economic and socioeconomic conditions of the counties within the planning area. The recreation, forestry, mining, and agricultural sectors are dominant economic interests represented on BLM-lands managed in Idaho, though activity within the mining and agricultural sectors on BLM CFO-managed lands have diminished. Forestry still continues to persevere as one of the strongest natural resource-based

industries in the area, as is evident from the most recently collected forest receipts by the BLM, which also reflect substantive revenues.

Recreation and forestry have continued to be important sources of receipts, employment, and income within the planning area. While the recreation industry in Idaho is geographically extensive, most socioeconomic effects within north-central Idaho occur within the six planning area counties. Visitors from outside the local area inject additional dollars into local economies with expenditures in purchasing and maintaining recreation equipment, such as boats, fishing equipment, bicycles, off-highway and all-terrain vehicles, horses, and camping gear. Such expenditures, as well as the demand for goods and services related to recreational opportunities provided by BLM lands, create jobs and generate income in the planning area and region.

The presence of BLM-managed lands within the planning area counties has already made these counties an appealing destination for recreational activities, especially for boating, hiking, fishing, hunting, and skiing recreation. Many visitors travel from regional population centers within driving distance. The BLM lands within the planning area also attract visitors outside the immediate planning area..

Several forestry and timber-oriented industry areas in Idaho are within the planning area, especially those in Adams, Idaho, and Lewis Counties, which have benefited the most from revenues returned to them from federal timber receipts from BLM-managed lands. Of the six planning area counties, Adams, Idaho, and Lewis Counties also generated the highest revenues from grazing fees and receipts in 2004, leading to the receipt of higher grazing payments returned to them.

Not only do these industries provide labor and income for the people within the planning area, but they also generate federal revenues, a portion of which is returned to the counties. These revenues allow counties within the planning area to transfer funds to their own infrastructure, schools, utilities, and facilities, as well as to transfer funds to the lands for further improvements and maintenance. Table 4-1 presents a summary of payments made to counties within the planning area from recreational and commercial activities on BLM public lands.

Table 4-1
Payments Made to Counties Derived from BLM
Recreational and Commercial Receipts (2004)

County	Timber Payments	Mining Payments (2001)	Grazing Payments¹	PILTs
Adams	\$0.40	-	\$943.03	\$102,819
Clearwater	-	\$15.40	\$127.06	\$278,402
Idaho	\$1,324.76	\$9.45	\$3,331.64	\$842,713
Latah	-	\$20.11	\$19.31	\$117,699
Lewis	\$3,904.47	-	\$264.66	\$11,307
Nez Perce	-	-	\$121.06	\$47,570
Total	\$5,229.63	\$44.96	\$4,806.76	\$1,400,510

Source: BLM 2004a; Danly 2005; Kaiser 2005.

¹Due to a change in procedures, only the payment for the 12th month was made to the states in FY2000. Previously, payments for the first 11 months of the fiscal year (October through August) were made in September of the same fiscal year and the payment of the 12th month was made in late October or early November of the next fiscal year. This procedure was changed in fiscal year 2002, for which there will be only one payment; therefore, the only payment that was made in fiscal year 2002 was the payment for the 12th month of the fiscal year 2001, which caused the decrease in the amount of payments.

SECTION 5

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